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Report of the Secretary-General on Somalia

I. Introduction

1. The present report is submitted pursuant to the statements by the President of the Security Council of 31 October 2001 (S/PRST/2001/30) and 10 March 2011 (S/PRST/2011/6) and Security Council resolutions 1863 (2009), 1872 (2009) and 1910 (2010), and as specified in paragraph 20 of resolution 1964 (2010), in which the Council requested me to report on all aspects of the resolution every four months. This report provides an update on major developments in Somalia since my report of 30 December 2010 (S/2010/675) until 15 April 2011 and assesses the political, security, human rights and humanitarian situation as well as progress made in implementing the United Nations strategy for Somalia. The report also covers the operational activities of the United Nations and the international community, as well as developments in counter-piracy activities further to my report of 27 October 2010 (S/2010/556).

II. Main developments in Somalia

2. During the reporting period, the Transitional Federal Government and its allies, with the support of the African Union Mission in Somalia (AMISOM), launched a major offensive in Mogadishu and areas of southern central Somalia and successfully gained ground against Al-Shabaab. Consultations on modalities to end the transitional period intensified, while infighting within the transitional federal institutions continued. Drought and the ongoing security operations compounded an already dire humanitarian situation.

A. Political developments

3. Consultations accelerated on the next political dispensation to follow the end of the transitional period in August 2011. Following the decision of the seventeenth extraordinary session of the Assembly of Heads of State of the Intergovernmental Authority on Development (IGAD) on 30 January 2011 calling for the "urgent need to extend" the term of the Parliament, the Transitional Federal Parliament decided on 4 February to extend its term for three years. On 27 March, the Council of Ministers of the Transitional Federal Government announced its intention to effectively extend itself by one year, until August 2012.

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4. The decision by the Transitional Federal Parliament led to a rift between President Sheikh Sharif Sheikh Ahmed and the Speaker of the Transitional Federal Parliament, Sharif Hassan Sheikh Adan. The President, citing a provision in Somalia's 1960 constitution, refused to sign the extension bill, arguing that the decision had been taken without proper consultation. The Speaker insisted that the President was obliged to sign the bill since the motion had been passed with a two-thirds majority, in accordance with the Transitional Federal Charter.

5. The terms of the extension as promulgated include the introduction of reforms, including rendering parliament more functional, completing the constitution-making process and holding elections for the President and the Speaker before the end of the transition. The President, however, stated that the term of the Transitional Federal Government must also be extended to allow it to complete key transitional tasks, particularly the constitution-making process and stabilizing the security situation in the country.

6. The decision by the Transitional Federal Parliament to extend itself also prompted a negative reaction from various partners, as well as a small demonstration in Mogadishu. On 5 February, "Puntland" condemned the decision, saying that it could prevent the country from moving to a successful post-transitional period. Partners and international stakeholders described the extension of the Transitional Federal Parliament as unilateral and said that the decision had been taken without consultations and necessary reforms. My Special Representative for Somalia, Augustine Mahiga, is leading discussions with the transitional federal institutions, regional stakeholders and international partners on the arrangements to end the transition. In the spirit of facilitating dialogue and consensus among the Somalis, the Special Representative convened and facilitated a consultative meeting in Nairobi on 12 and 13 April, which was attended by the Speaker of the Transitional Federal Parliament, Presidents of the regional administrations of "Puntland", Galguduud and Mudug, leaders of Ahlu Sunnah Wal Jama'a, and members of the international community.

7. The Transitional Federal Government refined its road map in January and produced a ministerial action plan as well as a work programme for the first 100 days of its term. Prime Minister Mohamed Abdullahi Mohamed, in his address to the Security Council on 10 March, however, noted that his administration was changing the political landscape in Somalia. He said that the Transitional Federal Government had significantly increased revenue collection at the Mogadishu seaport and airport, established an anti-corruption task force, and enhanced delivery of public services, including improved public safety and new or improved health services, schools, street lighting and refuse collection services. The Prime Minister also noted Transitional Federal Government achievements in resolving the fighting between Saad (Habargadir) and Omar Mohamud (Majerteen) clans in the northern regions of southern central Somalia and "Puntland". He held that the ongoing joint security operations with the Ahlu Sunnah Wal Jama'a showed that the agreement between the Transitional Federal Government and Ahlu Sunnah Wal Jama'a was being implemented.

8. In a surprise move, President Sharif dismissed the heads of the army, police, intelligence and prison services on 7 March. The President accused the commanders of being corrupt and said that there was a need to streamline the operations of the security organs. New chiefs were appointed on 29 March.

9. The Transitional Federal Government's relations with "Puntland" worsened after the latter severed relations on 16 January and barred the political leadership and civil servants of the Transitional Federal Government from entering "Puntland" territory on 23 January. "Puntland" accused the Transitional Federal Government of failing to consult it properly and of obstructing its participation in a meeting planned by the United Nations Political Office for Somalia (UNPOS) in Djibouti. "Puntland" further accused the Transitional Federal Government of failing to honour the August 2009 Gaalkacyo Agreement and to allocate the "Puntland" administration development funds it received.

10. Both "Puntland" and "Somaliland" continued to consolidate the delivery of services to their respective populations. Tension between the two regions developed as a result of fighting between the "Somaliland" forces and militias belonging to Sool-Sanaag-Cayn, which were reportedly backed by neighbouring "Puntland".

B. Security situation

11. A major military offensive against Al-Shabaab began on 19 February. In Mogadishu, Transitional Federal Government forces, supported by AMISOM, have made and continue to hold significant territorial gains, despite repeated counter-attacks. They destroyed a network of tunnels and trenches used by Al-Shabaab. Significant casualties have been reported on both sides.

12. The offensive by the Ahlu Sunnah Wal Jama'a and other groups allied with the Transitional Federal Government against Al-Shabaab in southern central Somalia has focused on the Ethiopia-Kenya-Somalia border. Hostilities have centred on the Gedo, Bay and Bakool regions, with armed conflict most prevalent in Bula Hawa and, to a lesser extent, in the vicinity of Beletweyne and Dolo. Clashes are expected in other key strategic towns within the Hiraan region. The Ahlu Sunnah Wal Jama'a continues to adopt a defensive posture in Dhuusamarreeb, while also continuing to provide security assurances to the United Nations and its humanitarian partners for access to those areas under its control.

13. Troops allied with the Transitional Federal Government took control of the town of Dhobley, close to the Kenyan border, on 3 April. Al-Shabaab reportedly moved most of its forces from the Kenya-Somalia border to strengthen the defence of the port of Kismaayo.

14. Reports of heavy casualties and intensified recruitment efforts on the part of Al-Shabaab suggest that the group's capabilities may have been reduced through attrition. Al-Shabaab continues to receive arms and ammunition through southern Somali ports and acquires financial resources from extortion, illegal exports and taxation.

15. In February in Mogadishu, a vehicle-borne improvised explosive device detonated outside a Transitional Federal Government police training facility, resulting in several casualties, including civilians. On 21 February, Al-Shabaab launched a suicide car bomb attack on a police camp at Hamar Jabab district. Eleven people, including policemen and civilians, were killed with 40 others injured.

16. Disagreement over water holes in the disputed area of Buuhoodle led to fighting in late February between the "Somaliland" army and Sool-Sanaag-Cayn militias; the latter was reportedly backed by "Puntland" forces. A tentative ceasefire

has held since March, aided by "Puntland's" withdrawal and "Somaliland" peacebuilding measures. However, Buuhoodle remains a militarized zone, and the conflict may resume as competition for water resources and pasture in drought-affected areas increases.

C. Piracy

17. Pirate attacks off the coast of Somalia increased to unprecedented levels during the reporting period. As of 15 April 2011, pirates had launched 113 attacks. Reports from the International Maritime Organization (IMO) indicate that as of 15 April, 550 people and 26 vessels were being held hostage in Somalia. The level of violence employed by the pirates, as well as their geographic reach, has continued to increase.

18. On 10 January, following the completion of his mandate, my Special Adviser on legal issues related to piracy off the coast of Somalia, Jack Lang, submitted his report (S/2011/30). It highlighted the urgent need to establish effective judicial capacity for piracy trials in Somalia and suggested an additional Somali court located outside Somalia. It also recommended that Somalia consider reviewing and, if appropriate, updating its national legislation on maritime zones, with United Nations assistance.

19. On 3 February, I attended the launch of the IMO World Maritime Day theme for 2011: "Piracy: orchestrating the response", in London.

20. On 16 February in London, with the support of the United Kingdom of Great Britain and Northern Ireland, the United Nations brought together high-level representatives of the Transitional Federal Government, "Puntland", "Somaliland" and southern central Somalia for a meeting on piracy, under the framework of the Kampala process. The last such meeting was held in April 2010. The representatives committed to continue regular exchanges in the framework of the Kampala process this year.

21. The United Nations Office on Drugs and Crime has been tracking some 940 Somali men held for trial on piracy-related charges in 17 countries, most of whom have been arrested in the past year. Kenya and Seychelles continued to receive piracy suspects for trial. A significant step towards repatriating Somali prisoners to their own country was the signing of a prisoner transfer agreement by the Seychelles and "Puntland" in March, supported by the Transitional Federal Government and facilitated by the United Nations Office on Drugs and Crime. This agreement and work of the Office on prisons in "Somaliland" and "Puntland" represent a significant step towards repatriating Somali prisoners to their own country.

22. On 28 March, the United Nations Office on Drugs and Crime handed over to "Somaliland" a prison in Hargeysa that holds pirates convicted by the courts in "Somaliland", as well as other criminals. The prison meets international minimum standards, has a holding capacity of 465, and was refurbished at a cost of $1.5 million, partly funded by the trust fund to support initiatives of states countering piracy off the coast of Somalia.

23. The Contact Group on Piracy off the Coast of Somalia held its eighth plenary meeting in New York on 21 March 2011 under the chairmanship of Turkey. It

stressed the need, inter alia, for (a) a comprehensive approach to combating piracy, through efforts on land as well as at sea; (b) multiple approaches to prosecute and incarcerate pirates and their leaders and financiers; (c) more resources, especially through contributions to the trust fund to support initiatives of states countering piracy off the coast of Somalia; (d) ship owners and operators to implement industry-developed best management practices; (e) a continuous robust military response; and (f) Somalia itself to play a critical role in this effort, and for Somali authorities to adopt and implement anti-piracy legislation.

D. Humanitarian situation

24. The number of people in Somalia needing humanitarian assistance and livelihood support has reached 2.4 million, an increase of 20 per cent over the previous six months. Somalis have been adversely affected by continued civil insecurity, displacement and food insecurity. Recent nutrition surveys have shown a steady rise in global acute malnutrition rates, particularly in southern central Somalia, with rates increasing from 17.9 to 25 per cent in Gedo region and from 25 to 30 per cent in Juba region in less than six months. One in four children in southern Somalia is acutely malnourished.

25. Drought and conflict have been the main reasons for new displacements. Nearly 55,000 people have been displaced owing to drought since December 2010. Many are moving to urban areas in search of assistance. Increased insecurity in many parts of southern central Somalia during the reporting period caused further displacement. The fighting in Bula Hawa resulted in displacements into Ethiopia and Kenya, although most had returned to Bula Hawa at the time of reporting.

26. In Mogadishu, almost 16,000 people were displaced in the first two months of the year owing to heavy fighting. Two cases of cholera were confirmed in Mogadishu in March.

27. The escalation of conflict in southern central Somalia is exacerbating the suffering caused by insufficient rainfall during the period from October to December (Deyr rains). It is expected that rainfall levels will be poor in the period from April to June (Gu rains), possibly resulting in a further deterioration of food security, particularly in southern central Somalia.

E. Human rights and protection of civilians

28. According to hospital sources in Mogadishu, 62 civilians were killed and 232 wounded within the first two weeks of the February offensive. For the most part, the information available does not allow for a definitive attribution to either party. Al-Shabaab reportedly launched deliberate and indiscriminate attacks against civilians, including through shelling, in violation of humanitarian law. Poor command and control over Transitional Federal Government forces and the loose integration of militia and clan-based divisions led to a series of incidents resulting in civilian casualties. At least 16 people were killed during a shoot-out among Transitional Federal Government security forces in January. The Government publicly regretted the incident and arrested five individuals.

29. The human rights situation has not improved in areas controlled by Al-Shabaab. UNPOS received reports of at least six summary executions, mostly for alleged linkages with the Transitional Federal Government. It also received allegations of torture and other inhumane punishment, including three amputations and five floggings of individuals.

30. The United Nations has facilitated assistance to the Somali authorities on the preparation of their national report to the universal periodic review. The Office of the United Nations High Commissioner for Human Rights (OHCHR) and UNPOS also organized, in collaboration with Djibouti and Italy, a workshop on the universal periodic review from 15 to 17 February 2011 in Djibouti, which was attended by seven Transitional Federal Government ministers.

31. The "Somaliland" Human Rights Commission has focused on complaints of arbitrary arrest and detention. In "Puntland", relations improved between the media and the administration following the release of imprisoned journalists. However, since January, over 250 persons, mainly male internally displaced persons from southern central Somalia, have been rounded up in Boosaaso or arrested at checkpoints in Garoowe and brought to Gaalkacyo, with the aim of preventing Al-Shabaab from infiltrating the region.

32. There were significant reports of sexual violence in "Somaliland" and "Puntland" during the reporting period, which both recognize as a criminal act. Some 140 incidents were reported from January to early March, of which 99 were rape cases. Such cases were mostly dealt with through the customary law system. Settlements reached out of court may result in either marriage with the offender or the survivor's removal from the community. During his February visit to "Somaliland" and "Puntland", the Independent Expert on the situation of human rights in Somalia met with women's organizations and survivors of such violence. They noted that while the customary system contributes to ensuring peace between clans, it would not ensure proper redress for victims.

F. Child protection

33. The widespread and systematic recruitment and use of children in armed conflict in southern central Somalia continues to be of serious concern. Child recruitment patterns are significantly more aggressive on the part of Al-Shabaab. At the time of writing, 80 defectors from Al-Shabaab, half of them children, were reportedly held in a Government "cantonment" area in Mogadishu. A mission of the task force on defectors to Mogadishu from 19 to 26 March was granted access to meet the defectors. UNICEF is seeking the Government's support to allow access for child protection partners to ensure that the humanitarian needs and basic international standards for protection are met, including the immediate separation of children from adults.

34. As a result of the hostilities, 8 children were reportedly killed and 69 maimed, mostly in Mogadishu. Fifty-three cases of rape and sexual violence against children were also reported, mostly in "Somaliland", where monitoring capacity and access are much greater.

35. As a follow-up to the visit to Somalia and Kenya in November 2010 of my Special Representative for Children and Armed Conflict, a State Minister was

appointed focal point for child protection and human rights on 18 December 2010. However, children remain present within the Transitional Federal Government security forces and its allied militias. UNPOS is taking measures to establish its child protection capacity, which, among other things, should assist the Transitional Federal Government to put in place vetting standards and procedures to assess the age of recruits.

III. Activities of the United Nations and the international community

A. International support

36. The Assembly of the African Union, at its sixteenth ordinary session, held on 30 and 31 January 2011, endorsed the decision of the seventeenth extraordinary session of the Assembly of Heads of State and Government of IGAD on Somalia concerning the need to extend the term of the Transitional Federal Parliament. The Assembly of the African Union reiterated its call to the Security Council to provide greater support to AMISOM and fully assume its responsibilities towards Somalia, including the provision of funding through United Nations assessed contributions for the payment of troop allowances and reimbursement for contingent-owned equipment. Furthermore, the Assembly called on the United Nations to deploy an operation to take over AMISOM and support the long-term stabilization and reconstruction of Somalia.

37. On 31 January, together with the Chairperson of the African Union Commission, Jean Ping, I convened a high-level meeting on Somalia in Addis Ababa. The meeting was chaired by the Prime Minister of Ethiopia and Chairman of IGAD, Meles Zenawi. The participants reiterated the need to complete the outstanding tasks of the transition, bearing in mind the 20 August 2011 deadline. The Chairman of IGAD stated that the gains made in the peace process must be preserved and that the transitional institutions should remain in place beyond August 2011. The participants called for unity and cohesion among the transitional federal institutions, for broadening of the Transitional Federal Government political outreach and reconciliation and for completion of the transitional tasks, particularly the constitution-making process. They also called for increased international assistance and for coordinated support to the Transitional Federal Government, the strengthening of AMISOM and increased access for the delivery of humanitarian aid.

38. The United Kingdom organized a conference on Somalia at Wilton Park from 6 to 9 February. The conference, which my Special Representative attended, discussed modalities to end the transition in Somalia. The discussions were dominated by the recent decision of the Transitional Federal Parliament to extend itself. Participants agreed on the need for the people of Somalia to own and lead the transition process, with the continued support of the international community.

39. AMISOM, IGAD and UNPOS signed a joint regional strategy on 23 February. The strategy outlines common political, security, humanitarian as well as institutional and financial issues and challenges affecting the Somali peace process and the management of the transition. The strategy is designed to enhance coordination, cooperation and information sharing between the three institutions, as well as with the international community and other partners.

40. On 10 March, the Special Representative for Somalia of the Chairperson of the African Union Commission reiterated his organization's requests to the Security Council, including authorization for maritime deterrence and air surveillance operations to prevent the entry into Somalia of foreign fighters and the delivery of ammunitions and equipment to the armed groups.

41. On 21 March, the European Union Foreign Affairs Council agreed that future support to the transitional federal institutions, including stipends for parliamentarians, should be contingent on progress on reform and delivery of the transitional tasks. The Council confirmed its readiness to contribute to the implementation of an agreed reform agenda for the transitional federal institutions on the basis of clear agreed benchmarks with a timeline for implementation. It also conveyed that it aimed to enhance support to regions of Somalia committed to peace, stability and democracy.

B. Constitution-making process

42. The United Nations has continued to support Somalia's efforts to draft a new constitution. In the last few months, UNPOS has had consultations with the transitional federal institutions, IGAD, the African Union and international partners to agree on a political road map for the finalization of the draft constitution. These discussions largely revolved around the identification of priority and divisive issues for consultation with the Somali people, modalities for adoption of the draft constitution and an implementation plan.

43. A political road map elaborating the broad steps of the various components of the process has been agreed upon. The road map sets out three pillars for the successful completion of the draft constitution. The first one is participation and active engagement and support of the country's political leadership at national and regional levels. The second pillar is ownership by the Somali people. The outcome of the constitution-making process must be a constitution that is supported by the Somali people, reflects their wishes and represents their views. The third pillar is continuity of commitment to the peace process. The Somali constitution process is essentially about reconciliation, peacebuilding, and nation-building. The process must reconcile and unite the Somali people in a common cause.

C. Targeted sanctions

44. During the reporting period, the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea met on 9 February and on 11 March 2011.

45. At the 9 February meeting, the Coordinator of the Monitoring Group on Somalia and Eritrea presented the Group's midterm briefing to the Committee, pursuant to paragraph 6 (j) of resolution 1916 (2010) focusing on a variety of threats to peace and stability, as well as continuing violations of the general and complete arms embargo. He noted that Al-Shabaab had transformed itself into an overt and largely self-sustaining entity that derived significant revenues from taxation, notably at the port of Kismaayo. He informed the Committee that the Group had also noted with concern the growing activities of private security companies in violation of the arms embargo.

46. On 11 March, the Committee received a briefing from the Office for the Coordination of Humanitarian Affairs on the third 120-day report (S/2011/125) of the United Nations Resident and Humanitarian Coordinator for Somalia, pursuant to paragraph 11 of Security Council resolution 1916 (2010). In his report, the Resident and Humanitarian Coordinator highlighted the fact that the ongoing complex humanitarian emergency in Somalia had been exacerbated by intense and prolonged fighting, civil insecurity, continued displacement and food insecurity caused by poor rains.

47. The Chairman of the Committee delivered the 120-day report, pursuant to paragraph 11 (g) of resolution 1844 (2008), to the Security Council on 15 March 2011. On 17 March 2011, the Security Council adopted resolution 1972 (2011) extending the "humanitarian carve-out" contained in paragraph 5 of resolution 1916 (2010) for 16 months.

IV. Implementation of resolution 1964 (2010)

A. Establishment of the United Nations presence in Somalia and "light footprint" in Mogadishu

48. The general security situation in Mogadishu remains unstable and hostile, thus affecting the safe conduct of United Nations operations. In the reporting period, the city continued to experience mortar and artillery shelling; roadside, vehicle borne, and suicide bomber improvised explosive devices; armed clashes; and hand grenade and stand-off attacks. There is still a very high risk for missions within Mogadishu, especially outside the Aden Adde International Airport area. The recent territorial gains secured by AMISOM and the Transitional Federal Government have, however, considerably reduced the risk of indirect fire and mortar attacks against the airport and its immediate environs.

49. Three improvised explosive devices detonated and several others were discovered in Mogadishu in early 2011. There was a rise in hand grenade attacks against the Transitional Federal Government and facilities occupied by the United Nations and non-governmental organizations (NGOs). Consequently, humanitarian operations in Mogadishu are still limited to critical life-saving activities.

50. On 4 April 2011, Prime Minister Mohamed addressed a letter to me concerning the United Nations presence in Somalia. He urged United Nations offices, agencies and funds to relocate to Somalia within 90 days to help support the Transitional Federal Government. In response to his call, my Special Representative met the Prime Minister and expressed the commitment of the United Nations to increase its presence in the country, particularly in Mogadishu, as soon as security and safety conditions allow. Currently, 850 United Nations staff are stationed in Somalia, including in the capital.

51. At the same time, the establishment of a "light footprint" in Mogadishu has progressed significantly since December 2010. The Department of Safety and Security has approved additional security compliant accommodations within the AMISOM protected area at the Aden Adde International Airport. In January, the authorized United Nations international staff ceiling for Mogadishu was increased from 14 to a maximum of 52 staff. The United Nations Mine Action Service, the

World Food Programme (WFP), the United Nations Support Office for the African Union Mission in Somalia (UNSOA), the Department of Safety and Security and UNPOS currently maintain a presence of international staff members on a rotational basis, normally averaging 24 to 28 staff per day.

52. Meanwhile, the United Nations common compound, the United Nations Children's Fund (UNICEF) compound and the WFP facility at Mogadishu port continue to serve as accommodation and office space for United Nations national staff. About 60 United Nations staff members currently work and live in Mogadishu, of which about half are international staff residing at the Aden Adde International Airport for security reasons.

53. UNPOS has continued with the deployment of international staff to other regions to augment national staff there. Deployments have begun mainly to Hargeysa in "Somaliland", and to Garoowe in "Puntland".

Stabilization and reconstruction efforts in Mogadishu

54. Consistent with the three-track strategic approach in pursuit of political, security, and humanitarian and recovery objectives, and given the recent security gains, my Special Representative has stepped up efforts to coordinate the United Nations planning for the recovery and stabilization of Mogadishu. As part of this integrated approach, consultations are under way with the Transitional Federal Government to jointly agree on priorities that would deliver the maximum benefits to the people of Mogadishu. Efforts to mobilize international resources and support for immediate recovery are continuing.

55. The United Nations is providing technical expertise, financial support and staff to the Transitional Federal Government Ministries of Finance, Public Works and the Interior (which now includes humanitarian affairs), as well as the Benadir administration. United Nations agencies are rehabilitating and equipping the offices of the Ministries of Justice and Finance.

56. The United Nations provides employment for around 2,500 workers in Mogadishu to rehabilitate basic infrastructure, such as a hospital, a district administration office, markets, schools and roads. Approximately 40 per cent of these workers are women. The United Nations is also supporting Mogadishu district administrations to implement development projects in consultation with local communities.

57. The United Nations will continue to provide training, equipment and supplies and will support the Transitional Federal Government in taking on a stronger regulatory role in Mogadishu so that the quality of privately provided basic services can be assured. However, such assistance by the United Nations is limited by the lack of flexible and responsive funding.

B. Review of the strategy for Somalia and the United Nations coordinated approach

58. Coordination between UNPOS, UNSOA and the United Nations country team continued to improve. In response to my request in December 2010 to develop an integrated strategic framework for Somalia, my Special Representative, the Resident Coordinator/Humanitarian Coordinator, and the Director of UNSOA finalized the

framework through a consultative process with the wider United Nations system. They developed a common analysis of the situation in Somalia and established a shared vision of the five main strategic objectives and priority results for peace consolidation over the next 12 months.

59. The main areas of common approach are: (a) ensuring a broad-based agreement on a new political dispensation with greater legitimacy; (b) supporting governance structures to function more effectively to incentivize peace and social justice; (c) improving community safety and security in areas under Transitional Federal Government control, as well as "Somaliland", 'Puntland", Galguduud and Mudug in southern central Somalia; (d) continuing and expanding delivery of basic social services, while applying conflict-sensitive approaches; and (e) supporting the Transitional Federal Government and relevant regional authorities in developing national economic policies and strategies that provide equitable growth and address immediate conflict drivers. The integrated strategic framework will be monitored on a quarterly basis.

C. Strengthening the political process

60. As the end of the transitional period approaches, my Special Representative has intensified consultations with the various partners and stakeholders of the Somalia peace process. He has sought to reach a consensus on how to end the transition and on the next political dispensation. During the reporting period, he visited Mogadishu on three occasions to engage the leadership of the transitional federal institutions. He urged the leaders to remain united and focused on implementing key transitional tasks. Since taking office, my Special Representative has made two visits to "Somaliland" and "Puntland" to consult with the leadership. He intends to continue to visit the regions regularly.

61. On 10 March (see S/PRST/2011/6), the Security Council requested me to assess the efforts of the transitional federal institutions to reach an agreement on post-transitional arrangements in consultation with the international community. It called on the transitional federal institutions to conduct consultations in a more constructive, open and transparent manner that promotes broader political dialogue and participation in line with the spirit of the Djibouti Agreement. My Special Representative will continue to hold consultations aimed at finding consensus among the Somalis on determining the post-transition arrangements and respective responsibilities of all stakeholders.

62. In an effort to broaden outreach in Somalia, UNPOS, in cooperation with Finn Church Aid and the African Council for Religious Leaders held the second meeting with Somalia's religious and traditional leaders in Djibouti in February. The participants lamented the lack of: adequate Transitional Federal Government accountability to the population, social services at the community level and a consultation mechanism with the elders and clan leaders in the national reconciliation process. They called on AMISOM to adopt a broader mandate for the protection of civilians. The meeting was part of a consultative process that will continue throughout the year. UNPOS staff held a follow-up meeting in Mogadishu in March, in which leaders based in southern central Somalia gave their vision for the upcoming elders meetings.

63. In March, UNPOS sponsored the first conference for imams and religious leaders from all regions, which was organized by "Somaliland". The participants discussed issues of common concern, including terrorism, reinforcing national unity, and Islamic concepts and values.

D. Progress towards full deployment and strengthening of AMISOM

64. Pursuant to Security Council resolution 1964 (2010), by which the Council requested the African Union to increase the AMISOM force strength from 8,000 to 12,000, Burundi and Uganda reaffirmed their commitment to deploy the additional 4,000 troops. As a first step, Burundi deployed an additional 1,000 troops in the first week of March 2011, bringing AMISOM strength to about 9,000. Coordination and preparations for the deployment of the additional battalions continue among the troop-contributing countries, the African Union Commission and other partners. While UNSOA coordinates support to AMISOM with the troop-contributing countries and partners on the ground, the United Nations Office to the African Union supports the African Union Commission in planning and managing AMISOM operations, including in assisting with force generation. Military planners of the United Nations Office to the African Union have participated in several predeployment visits and inspections to ensure the smooth insertion of troops.

65. UNSOA continues to deliver a logistical support package to AMISOM comprising basic supplies and equipment, engineering and construction, medical services, aviation and transportation, strategic and tactical telecommunications capability, public information support and training. However, there remain critical gaps in the support package that adversely impact the effectiveness of AMISOM. The United Nations trust fund in support of AMISOM can be used to provide funds to fill these critical gaps.

66. Construction supported by UNSOA has focused on five secure AMISOM locations in Mogadishu. UNSOA contractors have commenced construction of the coastal road linking the airport to the seaport and have made significant improvements to the AMISOM level II hospital.

67. Temporary offices and accommodation for AMISOM civilians and police that are compliant with minimum operating security standards are being co-located with the AMISOM interim force headquarters. The construction of permanent headquarters, which will accommodate the three AMISOM components, as well as United Nations staff, is under way. The permanent office and VIP conference buildings are set to be completed by June 2011, while the remaining facilities are planned to be completed by September 2011.

68. In line with its mandate, UNSOA intensified the tempo of its logistical support during the AMISOM-supported military offensives that commenced in February. UNSOA increased sealifts of essential materials and airlifted immediate operational requirements, delivering additional defensive materials and 9 tons of critical supplies. During this period, UNSOA provided 58 repatriation, medical evacuation and transfer flights from Mogadishu to Kenya, Djibouti, Burundi, Uganda and South Africa. It airlifted 258 injured AMISOM personnel and flew mortal remains to Burundi and Uganda.

69. AMISOM has taken steps towards restricting operations that will indiscriminately harm civilians by refining its policy on the use of indirect fire. In February, the African Union deployed an international expert team to Mogadishu to assess the indirect fire practices of AMISOM with a view to mitigating civilian harm and making amends for civilian losses incurred during combat operations. The recommendations were broadly agreed by AMISOM; they will require increased capabilities for which the force would need international support and additional resources. Donor support for the proposed holistic approach to improving AMISOM operations and mitigating civilian harm is essential.

70. UNSOA has provided enhanced strategic communication support to AMISOM, including for the Mission's efforts to effectively respond to the issue of civilian casualties. Radio Bar Kulan, which is broadcasting around the clock in Mogadishu, is one of the three most popular radio stations, according to public opinion polls. An information support team is permanently co-located with AMISOM in Mogadishu. UNPOS and UNSOA have established a coordination mechanism to harmonize planning and implementation of cross-cutting strategic communications activities in support of Somalia's peace and security efforts.

71. The United Nations Office to the African Union has assisted AMISOM in recruiting civilian staff for the Mission, strengthening its public information offices and updating the AMISOM communications strategy and the strategy on the protection of civilians.

E. Strengthening of the Somali security institutions and development of a national security strategy

Policy and coordination

72. On 20 January, the Joint Security Committee met in Djibouti and agreed on priorities for security sector development during the transitional period. The Committee recommended a revision of the National Security and Stabilization Plan, which is to be adopted in six months. The revision would take into account the current threat and risk analysis and the recommendations of the 2010 security sector assessment. The four technical working groups of the Committee will work on the priorities, including justice, corrections, disarmament and recovery, mine action and reduction of armed violence, based on an agreed timetable and achievable benchmarks. Early this year, a team of 18 Somali security and military experts from the diaspora undertook a month-long assessment of the security sector, with the support of UNPOS. Their report will form the basis for the revision of the National Security and Stabilization Plan.

Military

73. UNPOS continues to assist the Transitional Federal Government in the development of its armed forces in line with the provisions of the Djibouti peace agreement. Regular meetings of the Military Technical Working Group of the Joint Security Committee allow UNPOS to offer strategic advice, facilitate international assistance and strengthen effective partnerships. The European Union training mission in Uganda completed the training for 1,000 Somali recruits in January 2011. These troops were subsequently deployed to Mogadishu and are currently at the Al-Jazzira camp undergoing integration training under the supervision of AMISOM.

The training of the second batch of 986 recruits was initiated in February. With the training of this second group, the European Union training mission will have completed its mandate.

74. Djibouti has indicated its willingness to deploy 300 trainers to assist Somalia in the restructuring and training of the National Security Force institutions.

75. Stipends for the Somali military are being paid regularly thanks to the funding made available by the United States of America and Italy. To address frequent changes in the payroll, the United States assisted the Transitional Federal Government to introduce a biometric database in January 2011.

Police

76. The training of 499 Somali police recruits at the Djibouti National Police Academy has been concluded. The training was part of a $10 million capacity-building project to assist the Somali police force, carried out by UNPOS and funded by Japan. Police trainers from AMISOM, Somalia and Djibouti were involved in the training. UNPOS also provided communications equipment to support the Somali police radio communications network.

77. To enhance the role of Somali women in security, 83 of the 499 recruits of the Somali police force trained in Djibouti were female. The training also raised awareness on issues of women in peace and security.

78. In Mogadishu, the United Nations Development Programme (UNDP) continued to support the running costs of the police headquarters, its criminal investigations division and eight police stations. In January, UNDP completed the payment of stipends for 2,322 officers, covering arrears from September to December 2009. UNPOS, through Japanese funding, will cover payment of stipends for the period from January to May 2010. UNPOS is coordinating with key partners on an appropriate payment mechanism and on ensuring stipend payments from June 2010 on.

79. In February, UNDP supported the second national police convention in "Somaliland", which launched the second stage of the police reform process. In "Puntland" in March, UNDP supported a workshop on police reform and human rights to help initiate police reform.

Mine action

80. Following the completion of explosive ordnance disposal training in January, 56 Transitional Federal Government police were deployed for disposal operations in Mogadishu. They are assessing explosive remnants of war and stockpiles held at police stations in accessible areas for removal and disposal. Training for explosive detection dog handlers continued, with Transitional Federal Government dog handling teams deployed for the first time to secure entry points at the Aden Adde International Airport.

Justice and corrections

81. UNDP is providing training to judges, the Attorney General and court support staff to boost capacities in prosecuting and adjudicating serious criminal cases, including piracy. In 2010, 49 judges and prosecutors from "Somaliland" and

"Puntland" completed a nine-month training programme. Eighty-five judges commenced training in mid-March. UNDP provided office equipment and copies of laws to the assize court, which is mandated to hear piracy cases, in Boosaaso in March. Construction of the assize court in Hargeysa and a new prosecution office in Burao will be completed by April 2011.

82. The prisons in southern central Somalia fail to meet the minimum standards required under the United Nations Standard Minimum Rules for the Treatment of Prisoners. Prison officers lack proper training in human rights, rehabilitation and reintegration, and relevant international standards for the treatment of offenders.

83. UNDP commenced training members of the judiciary in Mogadishu in April 2011. It has procured equipment for the courts along with essential legal texts.

Disarmament, demobilization and reintegration

84. While conditions for comprehensive disarmament, demobilization and reintegration do not yet exist in Somalia, the revitalized inter-agency working group on disarmament, demobilization and reintegration in Somalia will serve as a coordination body for the Joint Security Committee, in particular its technical working group on strategic planning and programming.

85. During the reporting period, the Transitional Federal Government informed UNPOS that it was seeking a solution for some 80 "defectors" from Al-Shabaab who were in its custody. The issue of defectors requires an evidence-based approach, as well as a sound government policy framework. A task force on defectors established by my Special Representative will coordinate international support to the transitional federal institutions in developing an appropriate approach to the issue of defectors, while addressing the urgent needs of the current reported caseload.

F. Humanitarian and recovery and development activities

Humanitarian activities

86. Agencies have scaled up their response to the ongoing drought. However, access challenges and the limited presence of the United Nations in the most affected areas continue to hamper the response, particularly in the south, where 80 per cent of the neediest people live. These challenges were assessed by my Under-Secretary-General for Humanitarian Affairs, Valerie Amos, during her first visit to Somalia in February 2011. She expressed concern about the impact of drought and conflict and the need to better ensure the protection of civilians.

87. In January, $4.5 million from the Common Humanitarian Fund was allocated for emergency drought response. An additional $15 million became available through the Central Emergency Response Fund (CERF), which is currently being disbursed. Recognizing the severity of the drought, an additional $35 million was allocated from the Common Humanitarian Fund in February.

88. Countrywide, in January and February, 15,400 metric tons of food were distributed in Somalia, benefiting 840,000 people per month. In Mogadishu, 85,000 meals are provided daily to vulnerable people at 19 sites, an increase of 5,000 meals since December 2010. Supplementary feeding centres for malnourished children are providing interventions for 20,700 beneficiaries monthly in the country.

Fifteen mother and child health centres provide services to over 290,000 internally displaced and drought-affected persons. In February and March, 8,000 non-food item kits were distributed, including in Belet Hawo, and 1,200 tents were erected for newly displaced people. Over 483,000 residents and internally displaced persons are benefiting from the chlorination of 275 water sources. In Lower Shabelle, 17 mother and child health centres and over 20 health post facilities in eight districts provide maternal and child health services to over 120,000 drought-affected agro-pastoralists and internally displaced persons.

89. Child health days helped vaccinate 421,000 children under 5 years of age and 288,000 women in "Somaliland", and almost 150,000 children and 98,300 women in "Puntland". In "Somaliland", rapid response teams have been deployed and nine boreholes or springs have been rehabilitated, benefiting over 57,000 people. The rehabilitation of 11 strategic boreholes in drought-affected districts of "Puntland" is ongoing, benefiting over 65,000 people. Over 91,000 people in Wanlaweyn district in Lower Shabelle are benefiting from the distribution of water purification tablets, soaps and jerry cans. Educational supplies have been distributed in "Puntland" benefiting over 28,000 primary schoolchildren, of which 40 per cent are girls.

Recovery and development activities

90. The United Nations Joint Programme on Local Governance and Decentralized Service Delivery, together with central and local government institutions, is working to improve the delivery of basic services countrywide through decentralized governance structures. In 2011, the Joint Programme continued work in 16 districts in and around Mogadishu; 6 districts of "Somaliland" and 4 districts in "Puntland".

91. In "Somaliland" and "Puntland", the participating local governments are implementing projects such as the installation of water schemes, construction of health facilities, building of community markets, establishment of garbage collection points and rehabilitation of urban roads. In "Puntland", the Peacebuilding Fund finances projects executed by UNDP and the Office of the United Nations High Commissioner for Refugees for $3 million to support the police and public security reform and activities aimed at diffusing tensions and resettling internally displaced persons.

92. In January, the United Nations launched an inter-agency initiative aimed at creating sustainable livelihood opportunities. Agencies are planning to build slaughterhouses in Togdheer region, "Somaliland", and have begun training courses in honey processing and fodder production in Sool and Sanaag districts.

G. Gender issues

93. In mid-March, UNPOS hosted the first visit to Nairobi of the new Transitional Federal Government Minister of Gender. A number of areas of support to the Ministry of Gender were discussed, including engaging more women in peace and mediation, in outreach and reconciliation activities, in the fight against conflict-related sexual and gender-based violence and in the ongoing constitutional review consultations.

94. From 8 to 10 February, UNPOS discussed the national gender policy with the Ministry of Labour and Social Affairs in Hargeysa, "Somaliland". From 5 to

10 March, three workshops on disseminating Security Council resolution 1325 (2000) were conducted by the Gender and Development Policy Institute based in Hargeysa, through a memorandum of understanding signed with UNPOS in December 2010 targeting Government officials, international NGOs, civil society organizations, research institutes and media representatives. The recommendations of 133 participants in attendance will contribute to an implementation framework in "Somaliland".

V. Resource mobilization

95. The European Union agreed to continue to provide financial support to AMISOM for the first half of 2011. As part of the agreement, it will provide an additional EUR 65.9 million to the African Union, bringing the total allocation to AMISOM to EUR 208 million since 2007. The European Union agreed to increase the allowance for AMISOM troops to United Nations levels and to continue to cover personnel and operational costs.

96. To date, the trust fund in support of AMISOM has received approximately $38.3 million. During the reporting period, it received $2 million from Saudi Arabia, $1.8 million from Denmark for military (non-lethal) purposes, as well as $3.8 million from the United Kingdom for military and medical purposes. The United Kingdom confirmed its intention to make a further contribution without caveats of $2.5 million.

97. During the reporting period, the trust fund in support of the Somali security institutions has received a second contribution of $10 million from Japan as part of its continuing support to the Somali police force. Of the total of $22 million contributed to the trust fund since 2009, the fund has an uncommitted amount of $400,000 million. Saudi Arabia has pledged a contribution of $6 million.

98. Since its establishment in January 2010, the trust fund to support initiatives of states countering piracy off the coast of Somalia has received contributions totalling $6.2 million. It is currently funding 12 projects totalling $4.2 million. The United Arab Emirates co-hosted a fund-raising event in support of the trust fund on 19 April, in the margins of its international conference on piracy on 18 and 19 April in Dubai.

VI. Observations/recommendations

99. I welcome the efforts of the Transitional Federal Government to expand its area of control in Mogadishu to enhance security for its people. The Transitional Federal Government and its allies have also opened new fronts in southern central Somalia and taken control of major towns. In this regard, I pay tribute to the Governments of Burundi and Uganda for their continued sacrifice and commitment to Somalia. I also reiterate my condolences to the families of the victims, including the relatives of the Transitional Federal Government and AMISOM soldiers who have lost their lives. Now that there has been progress on the security track, the Transitional Federal Government, with the support of its partners, must deliver on the political and development tracks to sustain and consolidate the hard-won gains.

100. Too many civilians have been caught in the crossfire, as much of the fighting is taking place in urban centres. I call on all parties to ensure that they protect civilians, respect humanitarian principles and allow unrestricted delivery of assistance to those in need. I condemn Al-Shabaab's deliberate use of civilians as shields and the launching of attacks from populated areas. The steps taken by AMISOM to mitigate civilian casualties during combat are welcome. The Mission should be given the necessary resources to augment its capabilities in that regard.

101. The current disagreement among the transitional federal institutions over the extension of the transitional period distracts from the urgency of the manifold tasks that are before them. There are immediate needs that must be met: providing basic services, recovery and reconstruction, and humanitarian aid. It is also essential to undertake immediate measures to stabilize the security situation in areas recovered from Al-Shabaab, such as reinforcement of police capacity and establishment of basic administrative services. The people of Somalia, especially the thousands of internally displaced persons, deserve to see their lives improved.

102. A second, equally vital area in need of effective leadership in Somalia is the completion of the priority transitional tasks. Chief among them is the constitution-making process, which facilitates national dialogue and reconciliation. Working together, the transitional federal institutions must implement a process that enhances national reconciliation and is credible, consensual and supported by the majority of the Somali population. This includes engaging more Somalis at the regional, community and grass-roots levels. Space must be given to anyone who wants to join the process, including armed opposition groups ready to abandon violence.

103. I am concerned about the drought unfolding in Somalia. The situation is made worse by the ongoing hostilities. People often have no choice but to flee their homes and villages or face starvation and death. This year's humanitarian appeal for Somalia seeks $529 million for urgent needs. As of April 2011, only one quarter had been funded.

104. Speeding up the deployment of additional troops for AMISOM, as authorized by the Security Council, has never been more urgent. A stronger AMISOM would help the Transitional Federal Government to bring and sustain more territory under its control and to begin delivering services to the Somali people. I welcome the decision by the African Union and the European Union to increase the allowances for AMISOM troops to United Nations levels. I am, however, concerned that resource gaps continue to adversely impact the Mission's effectiveness, possibly discouraging troop contributors. I reiterate the Security Council's call in resolution 1964 (2010) for Member States to contribute generously and promptly to the United Nations trust fund in support of AMISOM without caveats, or to make direct bilateral donations. I thank those Member States and regional organizations which have already responded to this call.

105. I have instructed my Special Representative to focus on the further development of the Somali security sector institutions. They are key to the consolidation of the gains made so far. In the short term, the command and control structures of the Transitional Federal Government forces need to be improved.

106. A strengthened security sector and rule of law in Somalia are also necessary to make a dent in the fight against piracy. I have continually advocated for an

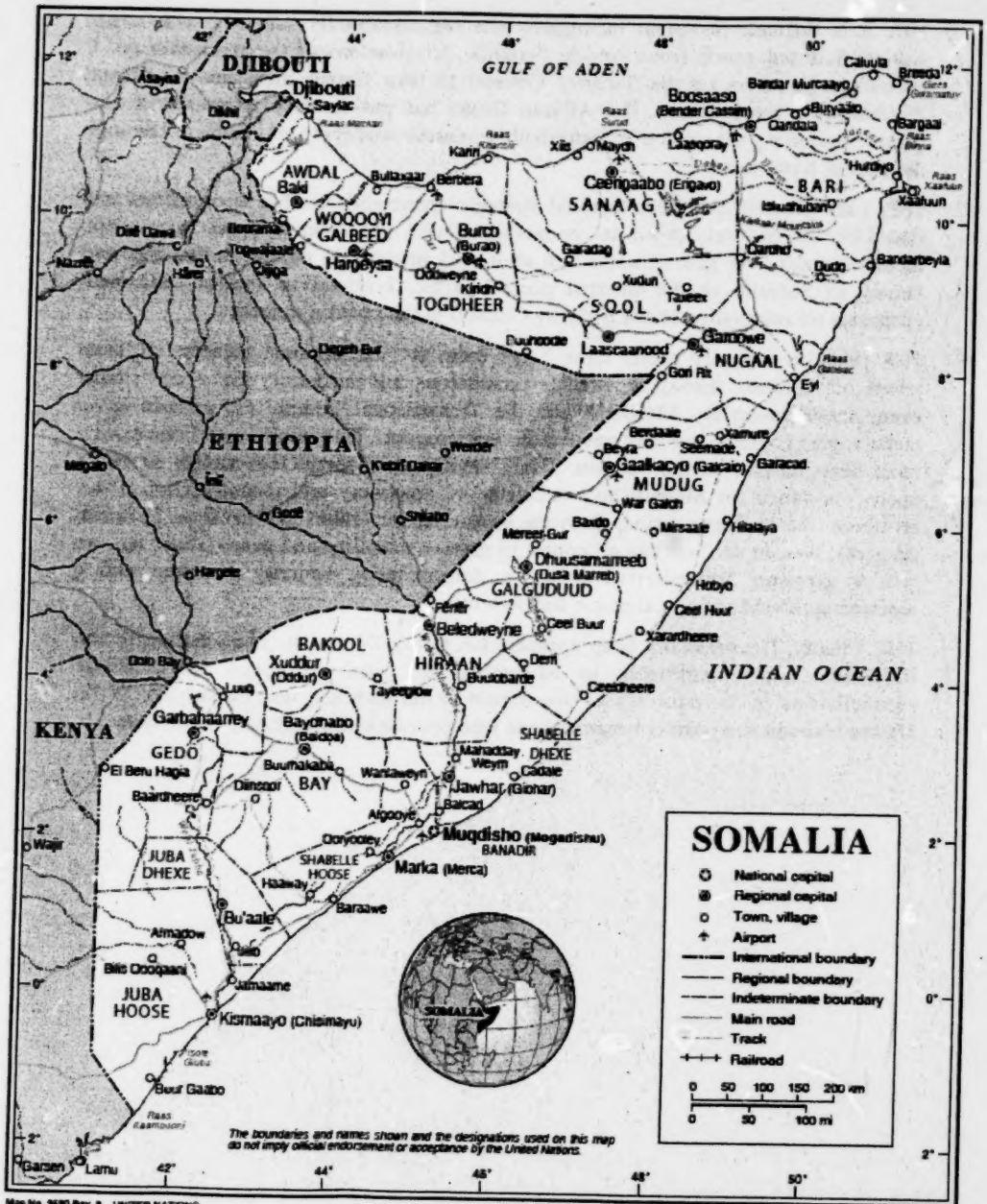
integrated approach to counter piracy that pursues deterrence, security and the rule of law, and development simultaneously.

107. It is difficult to defeat insurgents who are continually supplied with arms, ammunition and goods from outside Somalia, in violation of the arms embargo. I encourage members of the Security Council to take further measures to disrupt Al-Shabaab's supply lines. The African Union has put forward proposals in this regard, including the option of interdicting vessels supplying Al-Shabaab through the port of Kismaayo.

108. I am pleased that the integrated strategic framework has been completed and that UNPOS has reinforced its cooperation with the country team in specific thematic areas. My goal remains full structural integration of the United Nations family in Somalia in the shortest possible time. I intend to submit additional proposals on integration to the Security Council in the coming months.

109. Somalia urgently needs more help from its international partners. It faces levels of violence, damaging weather conditions and insecurity that would shake even stable countries. AMISOM and the Transitional Federal Government have made some progress, but they need additional support. The international community must keep its end of the bargain. The Transitional Federal Government urgently needs assistance for Mogadishu's stabilization, recovery and reconstruction. If we reinforce the military gains, provide humanitarian relief and achieve political progress, we can set Somalia on course to greater stability and peace. If we fail, we risk a growing humanitarian crisis, a deteriorating security situation and a worsening threat to regional peace and stability.

110. Finally, I express my deep appreciation to my Special Representative for his dedication and commitment to advancing the cause of peace and national reconciliation in Somalia. I also pay tribute to the men and women serving in the United Nations and partner organizations who operate under difficult conditions.


DJIBOUTI
GULF OF ADEN
Djibouti
Saylac
Boosaaso (Bender Cassim)
Bandar Murcaayo
Caluula
Bargaal
Bunyaano
Qandala
Laasqoray
Xiis
Karin
Ceerigaabo (Erigavo)
SANAAG
BARI
Hurdiyo
Xaafuun
Iskushuban
AWDAL
Baki
Boorama
Berbera
WOQOOYI GALBEED
Burco (Burao)
Harpeyska
Odweyne
Kirkin
TOGDHEER
Garadag
Carmo
Dudo
Bandarbeyla
Xudun
Taleex
SOOL
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Wender
Ketdi Dakar
Mega
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Shilabo
Hargeis
Berdaale
Xamure
Beyra
Seemade
Gaalkacyo (Galcaio)
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Bando
Mereer-Gur
Mirsaale
Hilalaya
Dhuusamarreeb (Dusa Marreb)
GALGUDUUD
Hobyo
Ceel Huur
Ferfer
Beledweyne
Ceel Buur
Xaradheere
Dolo Bay
Luuq
Xuddur (Oddur)
Tayeeglow
BAKOOL
HIRAAN
Buuoobarde
Deni
Ceeldheere
INDIAN OCEAN
KENYA
Garbahaarrey
Baydhabo (Baidoa)
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Qoryooley
Marka (Merca)
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Haaway
Baraawe
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JUBA DHEXE
Afmadow
Bilis Dooqaare
Jamaame
JUBA HOOSE
Kismaayo (Chisimayu)
Buur Gaabo
Garsen
Lamu
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Regional capital
Town, village
Airport
International boundary
Regional boundary
Indeterminate boundary
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Track
Railroad
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